

THE TOWN AND COUNTRY PLANNING ACT 1990

Appeal by: Hargreaves Land Limited, G. N. Wright, M. M. Wood, M. J. Wood, and J.D. Wood

Planning Inspectorate Reference: APP/R4408/W/25/3359917

BMBC reference: 2024/0122

Appeal site: Land north of Hemingfield Road, Hemingfield, Barnsley

Appeal against the refusal of: Outline planning application for demolition of existing structures and erection of residential dwellings with associated infrastructure and open space. All matters reserved apart from access into the site.

**PROOF OF EVIDENCE OF EMMA COVENEY, SENIOR
PLANNING OFFICER (MRTPI)**

ON BEHALF OF

BARNSELY METROPOLITAN BOROUGH COUNCIL

MAY 2025

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LIST OF DOCUMENTS REFERRED TO (CD Ref):

- CD 5.1A Barnsley Local Plan (2019)
- CD 6.1B National Planning Policy Framework (2024)
- CD 6.2 DHLUC Planning Practice Guidance
- CD 5.1B Barnsley Local Plan, Inspectors Report (2018)
- CD 5.7D Barnsley Local Plan Monitoring Report (2022/23)
- CD 5.4 Barnsley Five Year Deliverable Housing Land Supply Report (April 2021-
March 2026)
- CD 5.12 BMBC Housing Strategy (2024-2028)
- CD 1.11A Draft Statement of Common Ground Between the Appellant and the LPA
- CD 1.11B Draft Five Year Housing Land Supply Statement of Common Ground
- CD 5.16 South Yorkshire Strategic Place Partnership, Partnership Business Plan
2024
- CD 5.17 BMBC Annual Infrastructure Funding Statement 1st April 2023 – 31st
March 2024
- CD 5.18 Barnsley New Build and Acquisitions Strategy Cabinet Report (July 2024)
- CD 9.4 BMBC Housing Trajectory at 1 April 2024
- CD 10.15 Government Guidance: Housing Delivery Test Measurement 2022 –
Details December 2023

CD 10.16 'New Homes England statistics show overall housing starts down, reflecting the impact of Covid-19 on housebuilding' Homes England press release December 2020

CD 10.17 'Figures reveal continuing slump in housing delivery' The Planner article January 2025

CD 9.10 Planning Application 2019/0239 Appeal Decision

CD 9.11 Planning Application 2022/0115 Decision Notice

(TBC) The draft Housing Delivery Test Action Plan (this document will shortly be going out to stakeholder consultation)

1. Introduction and Scope of Evidence

1. I am Emma Coveney. I hold a First Class BA(Hons) Geography degree from the University of Liverpool (1997-2000), an RTPI accredited Post Graduate Diploma of Town and Regional Planning Studies and a Masters in Planning Research from the University of Sheffield (2001-2003). I completed the Barnsley Leadership Programme in 2018 and am a Chartered Member of the RTPI. I currently hold the post of Senior Planning Officer employed by Barnsley Metropolitan Borough Council in the Planning Policy Team of the Council's Regeneration and Culture Service.
2. I have worked in the Planning Policy Team since January 2004 dealing with a range of topics and projects, including the current Local Plan and the associated Examination process. I am currently the Planning Policy lead for housing, including monitoring delivery of sites.
3. I have had limited involvement with the planning application process for this site. I have reviewed all the relevant material considerations associated with the scope of this proof of evidence.

2. Main Issues

4. My evidence will focus on the housing delivery element of the inquiry and will set out how the Council has arrived at the current estimated five year housing land position with a base date of 1 April 2024.
5. A topic specific Statement of Common Ground – Five Year Housing Land Supply has been agreed between the Council and the Appellants which sets out the matters that are agreed and matters of dispute in relation to 5 year housing land supply. This has been developed in conjunction with the main Statement of Common Ground which relates to planning policy and the planning balance.
6. My evidence will reference the appropriate policy documents and strategies, and draw on the Council's published monitoring documents, including the five year housing supply position and Local Plan monitoring reports as set out on pages 2-3. It will also draw on updated monitoring data to provide an indication of what we believe the updated housing supply position to be. This will reflect data to the 2023/2024 monitoring year.
7. The evidence that I have prepared and provide for this appeal is true and has been prepared and is given in accordance with the guidance of my professional institution. I can confirm that the opinions expressed are my true and professional opinions.

3. Executive summary

8. A topic specific 'Statement of Common Ground – Five Year Housing Land Supply' (SoCG) has been agreed by the Council and the Appellant. It is agreed that the relevant five year requirement is 9215 dwellings, and that for the purposes of this inquiry only, the Council cannot identify a five year housing land supply. The Council therefore accepts that the 'tilted balance' is engaged. However, the Council and the Appellant do not agree the five year housing land supply figure for the period 2024/25 to 2028/29.
9. The Council sets out its position in section 4 below, detailing the Housing requirement and estimated five year housing land supply for the period 2024/25 to 2028/29, and the assumptions used in determining that position.
10. In determining the housing requirement, the Council:
 - considers that the shortfall in housing delivery since the start of the plan period is to be recovered over the Local Plan period, in line with the 'Liverpool methodology', as was determined appropriate by the Local Plan Inspector at paragraph 245 of the report of the examination (CD 5.1B); and
 - acknowledges that Barnsley's Housing Delivery Test 2023 measurement, published on 12 December 2024 was 84%. As such a 20% buffer should be applied in line with paragraph 78b of the revised NPPF.
11. Section 4 goes on to demonstrate how the Council has arrived at its estimated five year land supply position at the base date of 1 April 2024, following what it considers to be a sound approach. The Council concludes that 5708 net dwellings can be delivered against a requirement of 9215 net dwellings, equating to a 3.1 years supply. Other external factors that are impacting housing delivery both nationally and within Barnsley are also referenced, and it is confirmed that housebuilding remains a key Council objective with work underway to unlock sites and move ongoing applications to determination.
12. Whilst the Council and the Appellant do not agree on the five year housing land supply figure for the period 2024/25 to 2028/29, it is agreed that the weight to be attached to the delivery of housing is substantial.

4. The Council's Case

13. The Council and the Appellant are in agreement that the relevant five year requirement is 9215 dwellings, and that for the purposes of this inquiry only, the Council cannot identify a five year housing land supply. The Council therefore accepts that the 'tilted balance' is engaged. However, the Council and the Appellant do not agree on the five year housing land supply figure for the period 2024/25 to 2028/29. The following paragraphs set out how the Council has arrived at its position.
14. The Council's estimated housing land supply position has been determined making use of the methodology for assessing its deliverable five year housing land supply set out in CD 5.4 Barnsley Five Year Deliverable Housing Land Supply Report (April 2021-March 2026). The methodology is not repeated in full here. The following paragraphs provide updated information with regard to the base date of 1 April 2024.

Housing Requirement

15. The Council and the appellant are agreed that the housing requirement for the period 2024/25 to 2028/29 is 9215 dwellings, having accounted for shortfall in housing delivery against housing requirement since the start of the plan period and consideration of whether an additional buffer should be applied.

Approach to dealing with shortfall

16. Table 1 below sets out net housing completions compared to annual housing requirement from the start of the plan period.
17. Table 1 shows that there has been a shortfall of 3615 against the annual requirement since the start of the plan period. This issue is discussed in more detail from paragraph 33. This shortfall will be recovered over the plan period of the Local Plan, in line with the 'Liverpool Methodology'. The Liverpool method was determined appropriate by the Local Plan Inspector at paragraph 245 of the report of the examination (CD5.1B).
18. This equates to an additional 402 dwellings per annum being added to the remaining 9 years of the plan period. This shortfall therefore increases the net requirement for the period 2024/2025 to 2028/2029 by 2010 dwellings.

Table 1: Net housing completions April 2014 – March 2024

| Year | Gross dwellings | Losses | Net requirement | Net completions | Difference between requirement and delivery |
|--------------|-----------------|--------|-----------------|-----------------|---|
| 2014/15 | 644 | 22 | 1134 | 622 | -512 |
| 2015/16 | 740 | 34 | 1134 | 706 | -428 |
| 2016/17 | 872 | 16 | 1134 | 856 | -278 |
| 2017/18 | 1037 | 29 | 1134 | 1008 | -126 |
| 2018/19 | 1028 | 40 | 1134 | 988 | -146 |
| 2019/20 | 1066 | 15 | 1134 | 1051 | -83 |
| 2020/21 | 595 | 7 | 1134 | 588 | -546 |
| 2021/22 | 593 | 4 | 1134 | 589 | -545 |
| 2022/23 | 692 | 11 | 1134 | 681 | -453 |
| 2023/24 | 643 | 7 | 1134 | 636 | -498 |
| Total | | | | | -3615 |

Housing Delivery Test Measurement (Buffer)

19. Performance against housing delivery test targets dictates the buffer that should be added to the housing requirement, with a 20% buffer required if delivery falls to 85% or below. With Barnsley’s performance for the last published measurement year (2023) at 84%, the targets have been missed for the first time. On this basis, an additional 20% buffer should be added to the five year housing land supply. This equates to an additional 1535 dwellings to be added to the five year housing requirement.

Overall Housing Requirement calculation

20. Table 2 below illustrates the housing requirement calculation.

Table 2: Housing Requirement 2024/25 to 2028/29 - Liverpool method

| Year | Net requirement | Adjusted net requirement (Backlog 14/15 – 23/24)* | 20% NPPF Buffer | Actual Net Requirement |
|--------------|-----------------|---|-----------------|------------------------|
| 2024/25 | 1134 | 1536 | 307 | 1843 |
| 2025/26 | 1134 | 1536 | 307 | 1843 |
| 2026/27 | 1134 | 1536 | 307 | 1843 |
| 2027/28 | 1134 | 1536 | 307 | 1843 |
| 2028/29 | 1134 | 1536 | 307 | 1843 |
| Total | 5670 | 7680 | 1535 | 9215 |

*calculated as 3615 divided by 9 (remaining years in plan period) = 402dpa

Deliverable Housing Supply

21. The Council has estimated that it has a five year deliverable net supply of 5708 dwellings for the period 2024/25 to 2028/29, summarised in table 3 below.

Table 3: Barnsley Five Year Supply Summary (2024/25 to 2028/29)

| Five Year Supply Summary | |
|---|-----------------------|
| Category | Deliverable Dwellings |
| Non allocated planning permissions > 10 dwellings | 217 |
| Non allocated planning permissions < 10 dwellings (assumption) | 310 |
| Local Plan allocations and planning permissions on local plan allocations | 4595 |
| Windfall Allowance | 631 |
| Five Year Deliverable Supply Total | 5753 |
| Predicted Losses* | 45 |
| Five Year Deliverable Net Supply Total | 5708 |

*Predicted losses arrived at by calculating the average of losses from the last 5 years of the plan period set out in table 1. That gives a figure of 9 per annum which is then multiplied by 5.

Local Plan Allocations and Sites with Planning Permission for more than 10 dwellings

22. The Council has estimated supply from Local Plan allocations (with and without permission) and large non allocated sites with planning permission based on the assumptions set out in Five Year Deliverable Housing Land Supply Report (April 2021-March 2026, CD 5.4) and summarised in appendix one. The projections are based on the latest understood position, updated as appropriate following contact with sites applicants/agents and /or landowners and an officer assessment group including colleagues from planning and housing using their local knowledge.
23. Appendix 2 (CD 9.4) shows an updated housing trajectory (base date 1 April 2024) for Local Plan Allocations (with and without planning permission) and non allocated large sites with planning permission, respectively. The relevant five year supply period is shaded grey.

Sites with planning permission for fewer than 10 dwellings

24. It is not practical to assess deliverability on small sites with less than 10 dwellings on a site by site basis therefore an evidentially derived discount has been used as set out in appendix one regarding non implementation rates. Using past completion data, it has been assumed that 62 dwellings per annum will be completed on small sites.

Windfalls

25. The Council's five year land supply includes a predictive windfall allowance amended each year reflecting a rolling five year pattern based on the most recent past performance to ensure the figure is robust and up to date. The methodology for calculating the allowance is set out in Five Year Deliverable Housing Land Supply Report (April 2021-March 2026, CD 5.4), paragraphs 19 to 24.
26. The number of full and reserved matters windfall dwellings granted, on new sites, in the last five years is shown in table 4 below.

Table 4: Windfall dwellings (Full and Reserved Matters)

| Year granted | Windfall Dwellings |
|---|--------------------|
| 2019/20 | 207 |
| 2020/21 | 190 |
| 2021/22 | 352 |
| 2022/23 | 185 |
| 2023/24 | 112 |
| Annual average of the last 5 years | |
| Total granted over last 5 years (2019/2020 to 2023/2024) = 1046 | |
| 1046/5 = 209 five year average | |

27. The methodology takes an average of the last five years to arrive at an estimate that 209 windfalls will be granted each year up to 2028/29. Evidence shows what percentage of windfalls granted were built out in the subsequent 5 years (Build Out % in table 5 below). When this is applied cumulatively 66% of those granted were built out in 5 years, 6% of those granted were built out in 4 years, 6% in 3 years, 2% in 2 years and 2% in 1 year. When these percentages are applied to the annual 209 windfall figure, we get a total of 624 new windfall dwellings expected over the next five years. This is demonstrated in table 5 below.

Table 5: Build out rates

| Year | Windfalls | Yearly Build Out | | | | | Build out % (Cumulative) | Build out |
|----------------|-----------|------------------|---------|---------|---------|---------|-----------------------------|-----------|
| | | 2024/25 | 2025/26 | 2026/27 | 2027/28 | 2028/29 | | |
| 2024/25 | 209 | 105.573 | 12.163 | 12.163 | 3.406 | 3.892 | 51 (66) | 137.196 |
| 2025/26 | 209 | | 105.573 | 12.163 | 12.163 | 3.406 | 6 (64) | 133.304 |
| 2026/27 | 209 | | | 105.573 | 12.163 | 12.163 | 6 (62) | 129.899 |
| 2027/28 | 209 | | | | 105.573 | 12.163 | 2 (56) | 117.736 |
| 2028/29 | 209 | | | | | 105.573 | 2 (51) | 105.573 |
| Totals | | 105.573 | 117.736 | 129.899 | 133.304 | 137.196 | | 623.708 |

28. Calculating the number of windfall outline planning permissions on new sites is determined by analysis of the number of completions associated with outline planning permissions completed in the last five years. For outline windfalls we assume a much lower total build out rate of 20% is assumed. This analysis is shown in table 6 below.

Table 6: Windfall dwellings (Outline)

| Year Granted | Windfall Dwellings |
|--|--------------------|
| 2019/20 | 15 |
| 2020/21 | 10 |
| 2021/22 | 2 |
| 2022/23 | 3 |
| 2023/24 | 5 |
| Average of the last five years outline permissions Total permissions in the last five years (2019/2024 to 2023/2024) = 35 $110/5 = 7$ average granted per annum | |

29. Based on the last 5 years data there would be an average of 7 granted per annum. This gives a total of 35 dwellings over the five year period. Assuming a much lower total build out rate of 20% this would give a figure of 7 dwellings.
30. The total windfall allowance assumed for the 2024/25 to 2028/29 five year period is therefore 631 dwellings (634 full and reserved matters + 7 outline windfall dwellings).

Losses

31. Predicted losses are amended each year reflecting a rolling 5 year average using the most recent past data to ensure robust and up to date. The average of losses is calculated from the last 5 years of the plan period set out in table 1. That gives a figure of 9 per annum which is then multiplied by 5.

Overall Five Year Housing Supply Conclusion

32. The Councils overall conclusion on five year deliverable housing supply is set out in box 1 below.

Box 1: Barnsley's Five Year Housing Supply Position for the period 2024/25 to 2028/29

Barnsley's Five Year Housing Supply Position for the period 2024/25 to 2028/29

Five year net housing requirement = 9215 dwellings

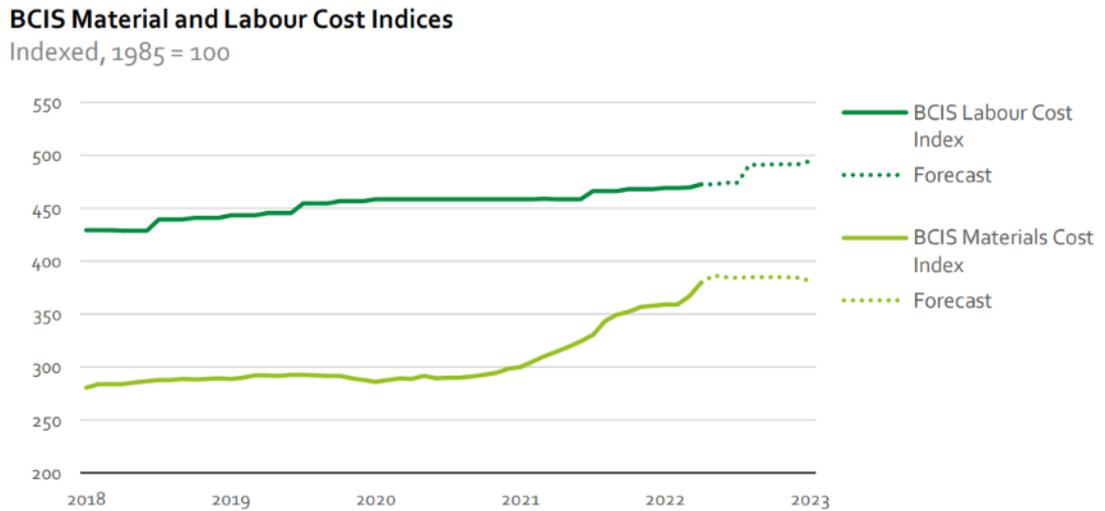
Five Year deliverable net supply = 5708 dwellings

In conclusion, 5708 net dwellings can be delivered against a requirement of 9215 net dwellings. This equates to 3.1 years supply.

33. As discussed in paragraphs 76-80 of the latest Authority Monitoring Report for 2022/23 (CD 5.7) housing delivery in Barnsley has not yet reached the levels anticipated when the Local plan was adopted. The national economic picture has changed since the adoption of the Local Plan in January 2019 with a clear impact from the COVID-19 pandemic, the subsequent cost of living crisis and other macro-economic factors. There is uncertainty and volatility in the housing market. The market is influenced by various factors such as interest rates, inflation, income, employment, consumer confidence, and government policies.
34. Covid-19, Brexit and more latterly inflation have resulted in higher interest rates which have impacted on the housing market, resulting in a prolonged period of turbulence. The Brexit transition period also created some challenges for the housing sector, especially in terms of labour supply, materials sourcing, and investment flows. The cost of living crisis, increase in the cost of materials and hike in interest rates have had an impact on the housing market and delivery. High inflation and rising interest rates are adversely affecting confidence and limiting the amount people are able to borrow.
35. The impact of the pandemic has been felt by authorities across the country, through a combination of factors including the end of the stamp duty holiday, increase cost of building materials, labour shortages and associated supplies issues affecting the construction industry. This was recognised by the Government and taken account of in their Housing Delivery Test calculations for the years 2020 and 2021, describing the national lockdown as 'an unprecedented

event which saw temporary disruption to local authority planning services and the construction sector...'¹.

36. The impact on the construction sector should not be understated, it caused delays, disruptions, and increased costs for developers, contractors, and suppliers. The lockdown measures also affected the planning and approval processes. This impact is reflected in a Homes England press release from 8 December 2020, which reports that 'housing programmes delivered by Homes England saw an overall decrease in starts and completions'² at this time, with starts on sites down by 38% and completions by 25%. The report describes how the national lockdown resulted in some delivery partners pausing on sites, the impacts of on-site social distancing and levels of between 60% and 100% employees unable to be onsite. Impacts included closed sites, delayed completions and starts, increased build out rates and mothballed sites. Even where sites were able to reopen quickly the report reflects on the further impact of backlogs in the building supply chain, causing further bottlenecks and challenges to delivery.
37. The increases in the cost of materials and labour costs are illustrated in the chart below, presented by Homes England.



Source: BCIS, Homes England analysis

38. This continued uncertainty on a national level is also reflected in a recent statistical analysis of Government returns reported on The Planner website as

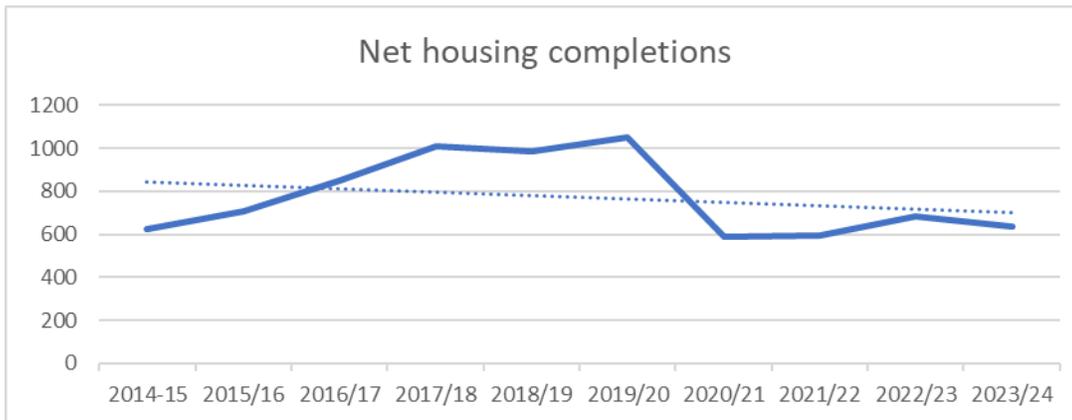
¹ CD 10.15 <https://www.gov.uk/government/publications/housing-delivery-test-2022-measurement>

² CD 10.16 <https://www.gov.uk/government/news/new-homes-england-statistics-show-overall-housing-starts-down-reflecting-the-impact-of-covid-19-on-housebuilding>

'The number of homes started in England rose significantly in the third quarter of last year but completions contend to fall and housing delivery continues to slump.'³ The figures show improved rates of development since the 2020 trough, but continuing fluctuations in more recent years.

39. Chart 1 below shows the net housing completions data as a trendline. It shows that housing delivery has been fairly stable since the start of the plan period, with a slight decreasing trend, accounted for by the significant drop in delivery as the Covid pandemic hit.

Chart 1: Net housing completions



40. Affordable housing is sought through Local Plan policy H7 with differing percentages and thresholds derived from an Affordable Housing Viability Study. Our aim is to deliver homes to meet affordable housing needs, achieving an annual target of 150 affordable homes delivered through Section 106 Agreements. Paragraph 86 of CD 5.7D confirms that 69 affordable homes were delivered during 2022/23, and updated monitoring information confirms that this figure has risen to 148 in 2023/24.
41. Whilst these completions are lower than the 150 Local Plan affordable housing target it is also important to note that each year the Council received a further cash income from previous S106 Agreements to contribute to affordable housing provision. In 2023/24 this amounted to £74,858.⁴
42. Whilst the Council are seeing an significant increase in the overall number of affordable homes delivered, and have continued to secure affordable requirements as part of any relevant planning permissions for housing in line with Local Plan policy H7, it is likely that lower levels of completions in recent years

³ CD 10.17 [Figures reveal continuing slump in housing delivery | The Planner](#)

⁴From panning application reference 2019/0577: CD 5.17 BMBC Annual Infrastructure Funding Statement 1st April 2023 - 31st March 2024, p6

are related to the decline in overall housing delivery, the impact of the Covid pandemic and the subsequent 'cost of living crisis'.

43. However, there are signs of recovery with the number of net new housing completions having risen since the 2020/21 low, with a marked increase of 91 net additional dwellings in 2022/23.
44. Other factors have also impacted housing delivery including non-conformity with Local plan policies and adopted Masterplan Frameworks and statutory consultee holding directions.

Masterplan Frameworks

45. The Council has acted to assist developers since adoption of the Local Plan by adopting masterplan frameworks for some of its larger allocations, or clusters of sites. These masterplan frameworks provide a framework for the principles of development, including circa 6160 new dwellings across the borough, as set out in the table below.

| Masterplan Framework | Date adopted | Local Plan housing/mixed use sites included | Indicative number of dwellings included within the Masterplan Framework |
|---|---------------------|--|--|
| Barnsley West | December 2019 | MU1 | 1700 |
| Hoyland North | December 2019 | HS56, HS64, HS66 | 765 |
| Hoyland West | September 2020 | HS57 | 101 |
| Hoyland South | November 2020 | HS58, HS61, HS62, HS65, HS68 | 1100 |
| Goldthorpe | September 2021 | n/a | This is an employment allocation |
| Royston | July 2021 | MU5 | 994 |
| Carlton | November 2021 | MU2, MU3 | 1500 |
| Total number of dwellings included within Masterplan Framework areas | | | 6160 |

46. The objectives of the masterplan frameworks are to:
- understand the site constraints and opportunities
 - set out a clear vision and development objectives for each masterplan framework
 - encourage the creation of high-quality spaces and buildings in a way that prioritise the people's experience of the development
 - improve the quality of the public areas with a focus on the interface between new routes and open spaces
 - make sure there's suitable access to the development.
 - set out a clear delivery plan of each projects phasing, timescales, delivery approach, funding and key parties to be involved.
 - provide a design code to guide future development and make sure integrated places and communities are created.
47. Each masterplan framework is bespoke and has been considered on a case-by-case basis. In some cases, these masterplan frameworks have been developed in collaboration with developers and landowners, yet in some instances planning applications have been submitted that depart from these masterplan frameworks, resulting in further delay. There are current applications on the Barnsley West (2021/1089 and 2021/1090 - validated September 2021) and Royston Masterplan Frameworks (2022/0471 - validated in May 2022). A former application within the Royston Masterplan Framework area was appealed on non-determination, and the appeal upheld as piecemeal development, premature to the development of the Masterplan Framework (CD 9.10 Planning Application 2019/0239 Appeal Decision). Part of the Carlton Masterplan Framework area has been approved on appeal, refused in part due to inconsistency with the adopted Masterplan Framework (CD 9.11 Planning Application 2022/0115 Decision Notice). The Council is working hard to bring forward appropriate developments. There has been considerable liaison with the applicants, involving a number of iterations of plans. As a result, many of the issues of inconsistency have been worked through. The Council is currently awaiting information from the applicants.

Holding Directions

48. There has been a National Highways change in position. The publication of circular 1/22 is now being referred to by National Highways who are placing greater emphasis on Local Council's consideration of the impact on strategic road networks and the delivery of sustainable development. This initially resulted in a large number of holding directions being issued until developers had carried out significant levels of transport modelling, consequently slowing progress on a

number of sites as shown in the table below. These holding directions have now been lifted.

| Local Plan Site reference | Planning application reference | Site name | Indicative number of dwellings impacted |
|--|---------------------------------------|--|--|
| MU1 | 2020/0977, 2021/1089 and 2021/1090 | Land South Barugh Green Road | 1700 |
| HS9 and HS15 | 2021/1642 | Land off Smithywood Lane and Calver Close, Gilroyd | 179 |
| HS10 | 2022/0016 | Land north of Keresforth Road, Dodworth | 126 |
| Total number dwellings impacted | | | 2005 |

49. The Council's published Housing Strategy (2024-2028) confirms that housebuilding remains one of the Council's key objectives. Work is underway to unlock a range of Local Plan sites to accelerate housing delivery across the borough, and to move live planning applications to determination. In addition, the Council's New Build and Acquisitions Strategy sets out an ambitious £43M programme to deliver 200 new affordable homes over the next five years. Officers are also exploring a range of alternative delivery mechanisms for Council-owned assets to maximise market and affordable housing delivery and will undertake an options appraisal for each direct delivery site.
50. Officers will work with Legal, Estates, Finance and Procurement to explore opportunities to maximise the delivery of new build homes via a range of alternative delivery mechanisms which could include (but are not limited to);
- Joint ventures with private developers/partners/registered housing providers.
 - Tailored sales particulars for Council owned land disposals which includes a Local Plan Policy H7 'plus' requirement for affordable homes which the Council can exercise an option to purchase. This approach is subject to consultation with Planning to ensure the delivery of sustainable communities as set out in the Affordable Housing SPD (2022) and First Homes Technical Note (2022).

- Early agreement with developers to purchase units (off-plan/prior to delivery) on Council owned land disposals. Working in partnership with developers to create bespoke mixed tenure schemes delivering private sale housing and new build affordable units for Council retention.⁵

51. Homes England and the South Yorkshire Mayoral Combined Authority (SYMCA) assigned the joint South Yorkshire Strategic Place Partnership MoU in February 2024. The partnership is designed to enable greater collaboration at a regional/sub-regional scale, and support sub-regions with the most ambitious proposals for housing growth. ‘...Homes England, working with the Ministry of Housing, Communities and Local Government (MHCLG) formally Department for Levelling Up, Housing and Communities (DLUHC), is formalising its relationships with those partners with the greatest housing ambition and potential for growth in order to achieve their collective mission through the creation of Strategic Place Partnerships. These Partnerships signal new ways of working and a move to a more collaborative and flexible solution focused approach.

This Partnership complements other Strategic Partnerships that the Mayoral Combined Authority has entered into with institutional investors including Aviva Group PLC and the South Yorkshire Pensions Authority to seek to lever in further private sector investment to support housing growth and regeneration...⁶

52. As part of this Partnership, the Council is part of a ‘Housing Pipeline Project’ led by Cushman and Wakefield in part to enable an increase of housing delivery across the sub-region, including accelerating housing delivery on Local Plan and Masterplan Framework sites in Barnsley. This includes a total of 28 sites encompassing 33 Local Plan allocations (which in some instances have been grouped into a single larger site (e.g. Masterplan areas), with a total indicative capacity of 8,864 units. Within this programme, Royston, Carlton, Hoyland North and Hoyland South have been identified as catalyst sites for ‘focused and bespoke intervention on key strategic and catalytic sites...’⁷ Prioritisation of internal resources will allow the coordination of steering groups and drive forward pre applications/planning applications in the short-term.

53. As a result of the latest (2023) Housing Delivery Test measurement the Council is in the process of producing a Housing Delivery Test Action Plan. The purpose of this action plan is produced to investigate the reasons for the under delivery of new housing in Barnsley as measured under the Housing Delivery Test (HDT), and to put in place measures to speed up the delivery of housing. It will set out key corrective actions that are planned or are in progress alongside project

⁵ CD 5.18 Barnsley New Build and Acquisitions Strategy Cabinet Report (July 2024)

⁶ CD 5.16 South Yorkshire Strategic Place Partnership, Partnership Business Plan 2024, page 5

⁷ As footnote 3 above, page 7

management and monitoring arrangements. The plan will shortly be shared with stakeholders for their input and subsequently published.

5. Weighting and Conclusions

54. The topic based Statement of Common Ground – Five Year Housing Land Supply (CD 1.11B) confirms the agreed position with regard to five year housing land supply. It is agreed that for the purposes of this inquiry, the relevant five year requirement is 9215 dwellings, and the Council cannot identify a five year housing land supply, and therefore the ‘tilted balance’ is engaged.
55. My evidence has set out how the Council has arrived at its estimated five year land supply position at the base date of 1 April 2024, following what it considers to be a sound approach. It has also referenced other external factors that are impacting housing delivery both nationally and within Barnsley and confirmed that housebuilding remains a key Council objective with work underway to unlock sites and move ongoing applications to determination.
56. Whilst the Council and the Appellant do not agree on the five year housing land supply figure for the period 2024/25 to 2028/29, it is agreed that the weight to be attached to the delivery of housing is substantial.

Appendix 1: Five year housing land supply delivery assumptions

| Assumptions | |
|--------------------------|--|
| Delivery rates | <p>Starting point: sites below 20ha 45 dwellings per annum</p> <p>Starting point: sites over 20ha likely to be built out by at least two developers 90 dwellings per annum.</p> <p>Higher build out rates have been assumed on some of the mixed use sites given they are larger in scale</p> |
| Pre-build lead-in times | <p>Sites with full planning permission granted after 1 April 2014 will not deliver any dwellings until at least year 2 following grant of permission.</p> <p>Sites with outline planning permission granted after 1 April 2014 or which are likely to be granted planning permission imminently will not deliver any dwellings until at least year 3 following grant of planning permission.</p> <p>Former Green Belt sites will not deliver any dwellings until at least year 3 following grant of planning permission.</p> <p>Delivery on sites with extant planning permission is taken from research carried out as part of the five year supply monitoring taking account of (average) site specific delivery rates, and units under construction as appropriate.</p> |
| Non implementation rates | <p>An evidentially derived discount (60% build out rate) for non-delivery is applied to small sites (under 10 dwellings)</p> <p>Lapsed permissions are removed at each update.</p> |

Appendix 2: Housing Trajectory 2024 Update (CD9.4) – Local Plan allocations and non allocated large sites with planning permission (please see separate PDF document)